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ABSTRACT

This report focuses on the instructional leadership role of the school superintendent and recommends an operational model superintendents should follow to produce an effective academic environment for elementary and secondary students. Americans' concern about quality of education can be addressed by informative study of successful management of large corporations. Literature on improved teaching, effective schools, and school management is also useful. The study presents recommendations for staff recruitment and training and for face-to-face interactions among superintendents, principals, and teachers. The superintendent's operational model is enhanced by control of the educational management team. Expectations about change should be tempered by the fact that public schools differ from private organizations. A corporation's chief executive officer is virtually a permanent fixture whereas the typical superintendent has a three-year contract period in which to show success for long-range plans. School are governed by public laws and procedures in contrast to the absence of such requirements in the private sector. Schools using the proposed management model, however, reveal superior results over time. A program developed for schools at Richmond, Virginia, embodies many of the report's recommendations. Twenty-seven references are included. (CJH)

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A Model of Instructional Leadership For School Superintendents

by

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Introduction

Americans are deeply concerned about how to improve the quality of education in this country from pre-kindergarten through the doctorate. This concern came to focus with the publication of A Nation at Risk by the National Commission on Excellence sponsored by the U.S. Department of Education. This report was followed by a series of national, regional, and state reports on the status of elementary and secondary education in America (Boyer, et. al., 1985 ; Edmonds, 1982; and Gross and Gross, 1985); and several of these educational reports focused upon problems in higher education. Most of these reports focused upon how to improve education within our public schools by suggesting ways to recruit better teachers into the profession and how to improve the curricula offerings for the pupils enrolled in these schools; and to a lesser degree schools are encouraged to improve their relationship with parents in order to improve schooling. And a few reports have emphasized the importance of a school having a good principal or a school district having a good superintendent before one can expect an effective school or school district. However, none of these reports or research studies have emphasized the importance of effective leadership/management strategies required for the operation of academically effective schools. Therefore, the purpose of this paper will be outlining a leadership/management model for the operation of effective schools.

This paper will describe an operational model that a school superintendent should follow in order to produce the best effective academic environment for the education of elementary and secondary pupils. This model is partially derived from the literature on educational leadership, literature on leadership in industry, and from the administrative experience of the authors. There are limitations on the quality of research about the management of public elementary and secondary school systems compared to studies of management in private industry. While there are administrative theories and research findings (Campbell, 1972) on school administration and on administration of non-educational organizations, it is rare to find descriptive/autobiographical accounts about how successful school

superintendents ran the day to day operations of their schools. But, it is common to find descriptive/ autobiographical information on how administrators outside of public schools ran the day-to-day operation of their organization. The limitiation is that we draw heavily from studies outside of the public schools, but hopefully this limitation will be tempted by our own experience with public school administration. We await the day when superintendents will begin to write about their experiences as superintendents so that we can evaluate the effectiveness of commonly held theories of administration to school systems and develop new theories of administration for school systems from the collective experiences of these superintendents.

The basic assumptions held in developing a leadership/management model for a local school system are:

- The basic goal of a school system is a the enhancement of cognitive/academic development of students.
- The basic objective of a school system is the management of the teaching process.
- The primary goal of management is the improved supervision of the teaching process.

With these assumptions, we believe that the primary task of the superintendent is how best to focus the resources of the district on the supervision of classroom teaching. The term teaching used in this context includes everything that produces a good instructional program, such as curricula development and planning and instructional supervision. Therefore, this paper is organized to demonstrate how a school superintendent should go about the task of managing the system's instructional program: the instructional leadership role of the superintendent; staff development; organizing for effective teaching and learning; a demonstration project in Richmond, Virginia; and implication for the future. The superintendent's most effective mechanism for improving the instructional program is through the recruitment of staff, the improvement of the staff through in-service training, and the effective supervision of staff.

Staff Recruitment/Development

The superintendent must recruit top quality staff and continue to provide opportunities for staff

development, and properly supervise staff if basic goals are to be achieved. Prior to recruitment of staff, the superintendent and the school board must aggressively seek adequate teacher salaries and fight to provide additional rewards for top recruits and top teachers already employed by the district. Top quality school districts pay top salaries and they spend more money on recruiting teachers for their districts. Top school districts do not just depend upon their excellent salaries to attract top teachers, they recruit more aggressively than districts of lower quality instructional programs. Even without a top salary schedule, a superintendent must recruit aggressively. This situation is repeated in industry for the top companies. IBM (Rodgers, 1986), IT&T (Geneen, 1984), and Electronics Data Systems (Follett, 1983) all pay top dollars to their employees and spend more money on recruitment than their competitors. They recruit from the top colleges and universities and consider recruitment as important to the successful operation of their companies (Peters and Waterman, 1982). The average person hired by IBM has a 3.65 grade point average (GPA) and they continue heavy recruitment and spend $600 million dollars a year on staff development. And Ross Perot of Electronics Data Systems believes that recruitment is the one sure route to a successful organization.

The superintendent must not only recruit top quality teachers to achieve the district's goals and objectives, but he or she must also recruit top quality administrators. The superintendent is the instructional leader of the district, but top line and staff administrators must be employed for the daily supervision of the instructional program within individual schools. Unlike private industry where it is a common practice to recruit middle line and staff administrators from outside the organization, school sytems by custom recruit such administrators from among the districts' teachers. Therefore, the option open to most superintendents is to first recruit top teachers from which to select potential quality administrators. IBM, a very successful private company recruits administrators almost exclusively from within the company, while IT&T and Electronics Data Systems recruits managers from within and from outside of their organizations. However, the most important factor is quality, not whether middle level administrators are recruited from within or from outside of the organization.

Given, that a superintendent must recruit from within the district for principals and other middle level administrators, what is the best procedure for accomplishing your goal of getting the best people for these positions? We believe that the best way to recruit administrators from within the system is

for the superintendent to structure the management organization in such a way that he or she comes in face-to-face contact with all administrators and potential administrators--teacher leaders--on a regular basis. This task is time consuming, but one that cannot be delegated to assistant or associate superintendents. Howard Geneen (1985) who ran successfully the IT&T organization for almost 30 years insists that this personal contact with all the members of your management team must be accomplished by the chief executive officer in order for one to be a success in that position. This interaction allows the CEO to recruit potential managers for promotion, to understand their problems and concerns, to reduce role ambiguity, and to set common expectations. And this arrangement allows the CEO to spell out his goal and objectives for the organization. Likewise a superintendent should also meet regularly with instructional leaders from classroom teachers and counselors to discuss how to improve the district's instructional programs. This allows the superintendent to send a message as to what is important to him or her and the school board. It also allows him or her to recruit potential leaders from the ranks of leading teachers and counselors. Again, role ambiguities are reduced and common expectations for the district are fostered. However, the superintendent must take care in meeting with school principals to have representatives from his or her central office staff and leading teachers in attendence and representatives from the principals' group when meeting with leading teachers and counselors in order not to increase the role ambiguity of groups that is not the focus of attention. After you have recruited top quality personnel it is important to retain them if success is to be sustained over a long period of time.

The first line of defense in retaining quality personnel is to proper socialize them into the organizational culture desired by the school system. If personnel are new to the district, you should assist them in finding housing and in getting adjusted to their new community, develop a three to five year plan to socialize them into the profession, and utilize your top teachers and principals as mentors. (In addition to your regular meetings on teaching the superintendent should have regular meetings called by the superintendent.) The fact that the superintendent attends meetings in which teaching and learning matters are discussed also sends a message to principals, teachers, the school board, and the community. This process should be repeated in meetings with leading teachers, but the focus should involve district-wide instructional issues instead of focusing upon individual

schools. However, this approach like all others, its success depends upon the leadership qualities of the superintendent. We believe this is an excellent idea but are reminded of a comment by Niccolo Machiavelli on leadership in The Prince (1952), when he concluded like a leader can find trouble in doing good deeds. Thus, a superintendent must assess whether such participatory involvement by teachers and principals is perceived as something of value, otherwise good intentions may lead to negative results.

There is a need for an organization to exercise control over managers within the organization (Peterson, 1984). The model for accomplishing that task allows the superintendent to create a specific management/leadership culture within the school district (Smircich, 1983). The superintendent either adapts to the existing organizational culture or creates a new organizational culture (Smircich, 1983). The creation of an organizational culture within a loosely coupled organization (Crowson and Porter-Gehric, 1980) is important if organizational goals are to be achieved.

This new organizational model that focuses organizational attention and resources on the teaching-learning process for children reduces role ambiquities among organizational leaders (Getzels and Gerber, 1957): it also provides positive socialization of administrators into the roles desired by the superintendent (Mascaro, 1973); networking among school administrators are encouraged (Gladstein, 1984; Licata and Hack, 1980; Cronn, 1983; and Lincoln and Miller, 1979); and the interaction among administration will reduce isolation and alienation (Forsyth and Hoy, 1978; Bass, 1984; and Fieldler and Chemers,1976). But more importantly, this model of managing managers by the school superintendent will serve a mechanism for the recruitment of administrative talent for future principalships and promotions from within the ranks of principals (Griffiths, 1965; Schein,1971; and Tyack and Hansor, 1982). Without a valid process for recruiting talented individuals into top leadership positions, most plans for the district will not enjoy maximum success; and this management model provides such a mechanism for recruitment and sponsorship for new positions within the school district.

Goals/Objectives

There are many factors which underscore the importance of goal formulation activity in the operation of schools. First, they are institutions (Wirt and Kirst, 1982) with many expectations, needs, and wants. Further, this condition often creates intense competition over limited resources available to finance education and unfortunately results in many unmet needs and fragmented purposes within the school district. Second, employees must negiotiate, within this complex political system, their roles in order to maintain professional integrity while at the same time responding to tasks prescribed by the school district. Third, crutial determinations, whether or not to offer a course in remedial reading to high school students, requires the thoughful consideration of the district's professional staff. Fourth, the primary mission of a school system is the cognitive/academic development of its students. We maintain that everyone should be clear on this basic objective. We further assert that this responsibility can best be executed when a board of education and superintendent interact together in a clearly defined process of goal formulation. We acknowledge that this activity is often over-looked in the normal course of events that are associated with the operation of a school district. We decry the fact that less provoking and often relatively unimportant tasks dominate the attention of boards of education and superintendents. Nonetheless, we underscore the fundamental nature of goal-setting to the successful operation of a quality school district. And charge school superintendents with the responsibility of providing instructional leadership.

Goal-Setting Model

The definition of a process by which goals are to be formulated for a school district is a very important task. But, public education is different from the activity which characterizes other organizations. It is very public. This difference often creates the illusion among the general public of a ship at sea without of a rudder. And leads to criticism that administrators and boards of education do not have a clear direction for the school system. This illusion is fostered by the unique nature of public education within a free democratic society. It is difficult for school districts to convey a clear

direction, when the professionals publically disagree over most educational matters. Yet, the public participation in school district policy and decision-making is an important part of the American public educational system. The authors assert that goal-setting in the private sector is not analagious to goal-setting in the private sector. Therefore, the manner in which these two sectors approach organizational goal-setting is quite different. School districts must accomplish goal-setting while the diverse publics look on through the eyes of the media. Or, more accurately they must perform goal-setting while diverse publics observe other diverse publics participating in the process of establishing goals through the eyes of the media. The opinion of the authors is shared by (Guthrie and Reed, 1986) regarding the process of involving teachers, principals, parents, community groups, central office administrators, state departments of education officals, university professors, and other educational consultants in the goal formulation of the school district. A word of caution is necessary regarding the collaborative goal formulation model advocated in this paper presents for school superintendents. School boards are required to exhibit great patience regarding the possible abuse they may receive from those who work in collaboration with them. They must be encouraged by the superintendent to share their statutory responsibility with others. This is particularly true If school board members are unfamiliar with the nature of decision-making within a public school district; therefore, the implementation of a truly collaborative model of goal formulation presents a brokering task for the school superintendent.

In this section a ten step process by which boards of education and superintendents can develop and implement a goal-setting model is presented below:

1. The superintendent should develop a goal-setting model to identify instructional goals and objectives.
2. The superintendent should appoint a task force, whose membership includes teachers, principals, parents, community leaders, state department of education officials, business leaders, central administrators, and school of education professors, to develop the model for goal formulation. The superintendent should also provide consultative support and staff coordination.
3. The superintendent should consider the recommendations of the task force and submit the

proposed model for scrutiny to various groups within the district. They should be requested to submit constructive criticism to the superintendent in a timely manner.

4. The superintendent should consider the recommendations of the task force again in light of the reactions received from the organizations. If modifications are deemed advisable, they should be made and conveyed to the task force.
5. The superintendent should advise the community when the goal formulation model will be presented to the board of education for consideration.
6. The board should consider the model and establish a date for action.
7. The board should take action and direct that the superintendent share the model with the community and staff.
8. The superintendent implements the model.
9. The school board considers preliminary instructional goals and objectives and directs the superintendent circulate them to the community and staff for constructive written criticism.
10. The school board holds a public hearing and adopts the instructional goals and objectives for the school district.

There are several crutial elements which the superintendent must include in the goal-setting model including the following:

- A procedure must be established whereby a strategic analysis of the district's instructional program is undertaken and summarized in writing before the final goals are adopted. Such review must have a data base. This analysis should be given extensive circulation within the district.
- A procedure must be established whereby a thorough review of the district's status in relation to the existing goals of the district and the state department of education is conducted. The results should be summarized and made available to the staff and community.
- A procedure whereby an analysis of the constructive suggestions that are presented from the community and staff regarding the goal formulation model and drafts of the goals should be established. The results should be summarized and made available to the

community and the staff.

- There must be an ongoing procedure for individual members of the community and staff to participate in the formulation of goals and objectives prior to board action on the final product.
- There must be a timetable that allows at least one year for the implementation of the goal formulation model.

Program Planning

Having clear and concise goals are important but it is equally important that systematic planning occur in order to ensure that the goals and objectives are met. Therefore, a planning model must be developed following a similiar process as outlined for goal formulation. It should be stressed that extra effort should be made to involve the professional staff in this process; for, it is important to achieve much professional agreement regarding the strategies which will be utlized by the district in meeting its goals. A through review of the research findings which relate to the program planning strategies must not be omitted. This will allow for university professors and other consultants to share their research findings with various program planning committees.

Financial Planning

It will become apparent after the program planning model has been implemented, that additional resources will be required. In order to ensure that additional funds are available, a financial plan, that clearly links the program planning strategies to the school boards goals and objectives must be developed. Again, it is important to involve different groups in the formulation of the financial plan. It should be noted, that employee groups can be unduly critical of these results. This condition can be minimized if sufficient agreement exists among the professionals, regarding the proposed strategies that were developed during by the program planning model. Usually, employee groups will forsake costly program improvement strategies for salary increases. This is particularly true if there are not

sufficient resources to accomplish both purposes at the same time. Further, the program financial plan should be related directly to the district's annual operating budget, a task which might require major adjustments in the shortrun fiscal priorities of the district. Once the financial plans have been developed, it becomes the task of the superintendent and the board to assume an aggressive role of sharing these financial plans with the community and staff. Again, the greater the agreement of program strategies by the participants, the more productive the sharing of financial plans with the staff and community will be. At any rate, this sharing is essential for support usually does not automatically follow the formulation of an effective program plan and must be deliberately and expertly cultivated. The business community, parents, city and state governmental officials, the media, and the staff will be required to take positions on these financial plans. It should be noted, that the media can be very helpful in building community support; however, they can be equally helpful to the opposition. Early contact with the media and others can sometimes avoid or neutralize the opposition before they can gain momentum. At any rate, the superintendent must understand the position of the crutial actors within the community and staff regarding the costs of implementing the recommended program strategies. Where is the support for the plan? How firm is it? What are the attitudes of the staff and community regarding each of the proposed strategies? Which recommendations enjoy the greatest support and conversely which have none? This process and analysis is necessary if the program plan is to be financed. The political process of education may require tradeoffs, so the superintendent needs to be prepared to not only react to them, but to initiate them as well.

Organizing for Effective Teaching and Learning

The superintendent as chief administrator of the school district is expected to spend the vast majority of his or her time interacting with members of the school board, district personnel, addressing various business management issues, and relating to the community. It is true that the superintendent has responsibility for these and all other matters that are part of the district's operation. Unfortunately, few regard the superintendent as the instructional leader of the school

system. This is a sad commentary, for no one has greater responsibility and authority within the school district to assume this role. The superintendent serves as the chief executive officer of a school district, whose mission is the enhancement of cognitive/academic development of students. In this role, the superintendent is required to keep the primary mission of the district before everyone at all times. This can best be manifested in the manner in which the leader organizes the resources of the school district and how the superintendent allocates his time. Since, the mission of the school district is accomplished through the appropriation of high quality teaching, then one would expect the superintendent to organize the district so that this activity can be facilitated directly by his actions. This is the essence of instructional responsibility and what some refer to as leadership. The superintendent should create a consiousness among all employees that effective teaching begets effective learning and that the schools exist primarily for the enhancement of cognitive/academic development of the students with all other purposes being secondary to that pursuit.

Seminar for Principals

Another organizational strategy that the superintendent should pursue to improve the quality of teaching and learning within the district is to provide an ongoing mechanism to interact face-to-face with those employees, who are closest to the management process of teaching and learning. These personnel are of course the building principals and are seen as the superintendent's first line of supervision to provide effective teaching and learning within the school district. Unfortunately, principals report limited contact with the superintendent. The authors suggest that superintendents maintain close communications with the building principals of the district. Further, high quality interactions between principals and superintendents is what is recommended to ensure improved instructional quality in the form of monthly full-day structured seminars for principals and the superintendent, called "The Superintendent's Seminar for Principals to Enhance Teaching and Learning." The seminar should:

- Enhance teaching and learning within the school district.
- Improve collegality among the instructional leaders of the district.

- Identify existing impediments to quality teaching and learning in the district.
- Provide a forum for thoughtful inquiry regarding teaching and learning.
- Develop strategy to improve the teaching and learning within the district.
- Provide training to enhance the instructional leadership skillls of building principals.

The premise guiding this approach is the notation that improved teaching and learning within the district will occur one school at a time and that the leadership skills of the principal is critical to this determination.

The participants will be required to attend monthly seminar sessions following the professional collegial model; therefore, there will be much group interaction. Each participant will be required to develop with community and faculty participation a set of goals relating to improved teaching and learning for their school. This is to followed by the development of a comprehensive collaborative (involving the entire faculty) program plan to address the identified goals. Some of the requirements of the program plan include goals, objectives, alternative program strategies, budgets, timelines for implementation, and evaluation recommendations. The principals should place an emphasis on the development of plans that can be implemented within their resource limitations as well as those which may require additional budget authority. The principals will verbally present their plan for critical review to the superintendent and seminar participants during one of the sessions. They will be required to submit a revised plan after the review. The superintendent will provide training for the principals regarding the requirements of the planning model during the seminar sessions.

Usually the planners avoid the use of school sites to conduct such seminars however, all monthly seminars should be held in the schools of the district to:

- Faciliate the opportunity to observe exemplary teaching and administrative practice.
- Identify the role and responsibility of the building principal for others in the school.
- Enhance the opportunity to observe the impediments to quality teaching and learning.
- Facilitate communication with other professions regarding the goals of the seminars.
- Reduce the negatism regarding taking the principal for the buildings.
- Provide for greater visiblility of the superintendent within the district.
- Allow the superintendent to demonstrate the importance of instructional leadership to

more individuals.

Each seminar would serve a different school level each year, including special schools. This procedure is recommended in order to facilitate consistent planning, accounting for differences that exist among different school levels ie., elementary, middle, and secondary education. Since, it would generally take three years to involve all of the district's principals in the seminar, it is essential that the district make a multi-year commitment to the program.

The seminar would begin during the second semester of the school term and conclude at the end of the fall semester of the next year; thereby, participants would be required to make a two-year commitment to the program and be allowed to utilize the summer in the development of their plans. Any implementation of the program plans would not be undertaken until the summer and fall of the following year. This is to afford appropriate time for careful consideration of recommendations and to ensure ample time for appropriate consultation with school professionals and community and to allow the school district bureacracy to process the approved recommendations.

Substitutes administrators should be provided by the district for each of the participants. These individuals might be graduate education students who are completing requirements for field experience for an appropriate administrative credentials or degrees in school administration at local universities or they might come from the school district and possibly from the school of the participant. The substitute administrators would be required to spend a minimum of two days per week in the participating principal's schools. This would facilitate the principals completing the requirements of the seminar. It should be stated, that it is not envisioned that the substitute administrators will assume the administrative leadership for the school. This individual will merely assist the person that is designated by the principal to act in his or her absence. These substitute administrators would receive a modest compensation, similar to that normally provide by universities for graduate fellowships or if a member of the district's, they would receive no pay adjustment. In the case, where the substitute administrator is a regular classroom teacher, then a regular subsitute teacher would be provided for the teacher.

Since, the goal of the program is to improve the teaching and learning in the school district, it is envisioned that participants will implement administrative changes to enhance pedagogy in the schools.

These changes may require approvals and resources the are beyond the scope of authority of the principal. Therefore, the participants will be expected to develop a detailed implementation plan after the seminar is concluded. And to secure the appropriate approval which are required. Therefore, the plans will not be implemented until the following school term. This time lag is provided in order to allow suffcient lead time to broker through the bureacracy. The decision-making authority of the superintendent and beyond maybe required for some anticipated administrative changes. These could include additional budget, reassignment of personnnel, employee contract modifications, etc.

The superintendent should be responsible for planning and conducting the seminar and may utilize the resources of the district, university consultants, state department officials, other educational experts, building principals, business leaders, teachers, and participants in the seminars. The superintendent might elect to invite selected members of the central administration, teacher leadership, board of education, and community leaders to observe or participate in the seminars. This might tend to reduce the suspension that normally accompanies a program involving the superintendent in which he or she serves in roles that are normally relegated to others.

Seminar for Teachers

Classroom teachers do not usually view the superintendent of schools as the instructional leader of the school district. This makes the task of improving the quality of teaching and learning more difficult. Therefore, the authors of this paper recommend that superintendents structure seminars for teachers similiar to those discussed previously for principals. The seminar should:

- Enhance teaching and learning in the classrooms of the district.
- Improve collegality among the instructional personnel of the district.
- Identify impediments to quality teaching and learning in the district.
- Provide training to improve the skills of the classroom teachers within the district.
- Provide a forum for thoughtful inquiry into teaching and learning.

The premise guiding this approach is that improved learning for the district will occur one

classroom at a time and that the behavior of classroom teachers is crutial to this endeavor.

The participants will be required to attend monthly seminar sessions following a professional collegial model that will afford much group participation and the opportunity for participants to develop an individual classroom plan to support the improved learning of their students. This planning will be supported by procedures offered within the seminar by the superintendent to foster the consistent development of high quality plans including goals, objectives, alternative strategies, etc. Teachers plans should be implementable by their initiative. The participants will present their plans for critical review to the superintendent and other seminar participants during one of the sessions. Following this, they will be required to submit a revised plan and can begin implementation at anytime. In addition, the participants will assist the superintendent in the development of a district plan to improve classroom teaching and learning within the district. The number of participants would be limited to one teacher per school level, including teachers of special schools. The program would run for a three year period. It is acknowledged that until every classroom of the district is instructed by a teacher of exceptual teaching abilities, that the students will not receive the quality of learning that is desired for the students. However, it is acknowledged that this is the primary responsibility of the principal. It is envisioned that both of these seminars will set an example for building principals to emulate in the future.

The participants will be required to make a one-year commitment to the program. Activities will include active participation in seminar sessions, required reading, planning, completion of questionnaires, classroom visits, and discussion of teaching situations. Substitute teachers will be provided for participants in order to facilitate fullfillment of program requirements.

Most seminars will be conducted in the schools of the teacher participants. However, alternative locations will be utilized if determined to be essential to the session, ie., the use of micro- computers in teaching. There were several advantages identified for holding the principal seminars in the schools. They seem equally applicable to the teacher seminars.

The superintendent of schools should be responsible for planning and conducting these meetings. The chief executive should utilize the resources of the district, university consultants, state department officials, other educational experts, building principals, business leaders, teachers, and

seminar participants. The superintendent might elect to include selected members of the central administration, teacher leadership, school board, principals, and community leaders as observers/ participants in selected seminar sessions.

Additional Inservice for Principals and Teachers

Often individuals view educational improvement to be a matter requiring little thought and by the view of some no additional resources. This is not the view of the authors of this paper. Further, of concern is the limited number of prinicpals and teachers that would be included in the seminars discussed above. Therefore, additional strategies must be undertaken if the entire district is to make strides toward improved teaching and learning. These strategies will be discussed briefly in the remaining pages of this paper.

The superintendent of schools should ensure that resources are provided to retrain all principals, other district administrators, and teachers that will facilitate:

- Improvement of the curriculum and instruction.
- Improvement of staff development for all district personnel.
- Improvement of the employee recruitment program.
- The improvement of administrative performance in attainment of district goals.

Other Meetings

In order to provide for the greatest possible examination of district procedures and their effect on teaching and learning within the school district, the authors are recommending that the superintendent continue all periodic meetings face-to-face meetings with teachers, principals, and central administrators. During these meetings the superintendent should engage the participants in discussions regarding the:

- Curriculum
- Supervision of teaching

- Inservice training for teachers
- Setting of achievement goals for each school

It is envisioned that specific recommendations to enhance teaching and learning will also come from the "Superintendents Seminars for Principals and Teachers" discussed previously in this paper; however, it is crutial that the superintendent keep these very important matters before the entire staff of the school district.

Program of Richmond, Virginia

A program that was developed for the schools of Richmond, Virginia embodies many of the requirements of what a superintendent must do in order to improve the teaching and learning of its students. The district's effort, "The Richmond Public School's Five Year Plan for Unparalleled Achievement," was developed over a period of three years. The planning began when the school district was selected to participate in the Danforth Foundation program to strengthen the skills of five school boards and superintendents of large urban districts of Atlanta, Georgia; Jacksonville, Florida; Columbus, Ohio; Norfolk and Richmond, Virginia. The program lasted for two years during this time the Richmond School Board devoted much time in the formulation of comprehensive goals and enabling objectives for the district. These goals were developed after the board had a thorough exposure to the issues facing American public education that included an examination of district's condition, visitation of the participating districts, an examination of the literature relating to school instructional matters, and participation in seminars that were conducted by leading educators, ie John Goodlad and the late Ronald Edmonds. The Board developed an initial draft of seven broad goals and numerous enabling objectives. These were shared with the entire district personnel and community for comment and reaction. The Board adopted the following goals (Hunter, 1985) to:

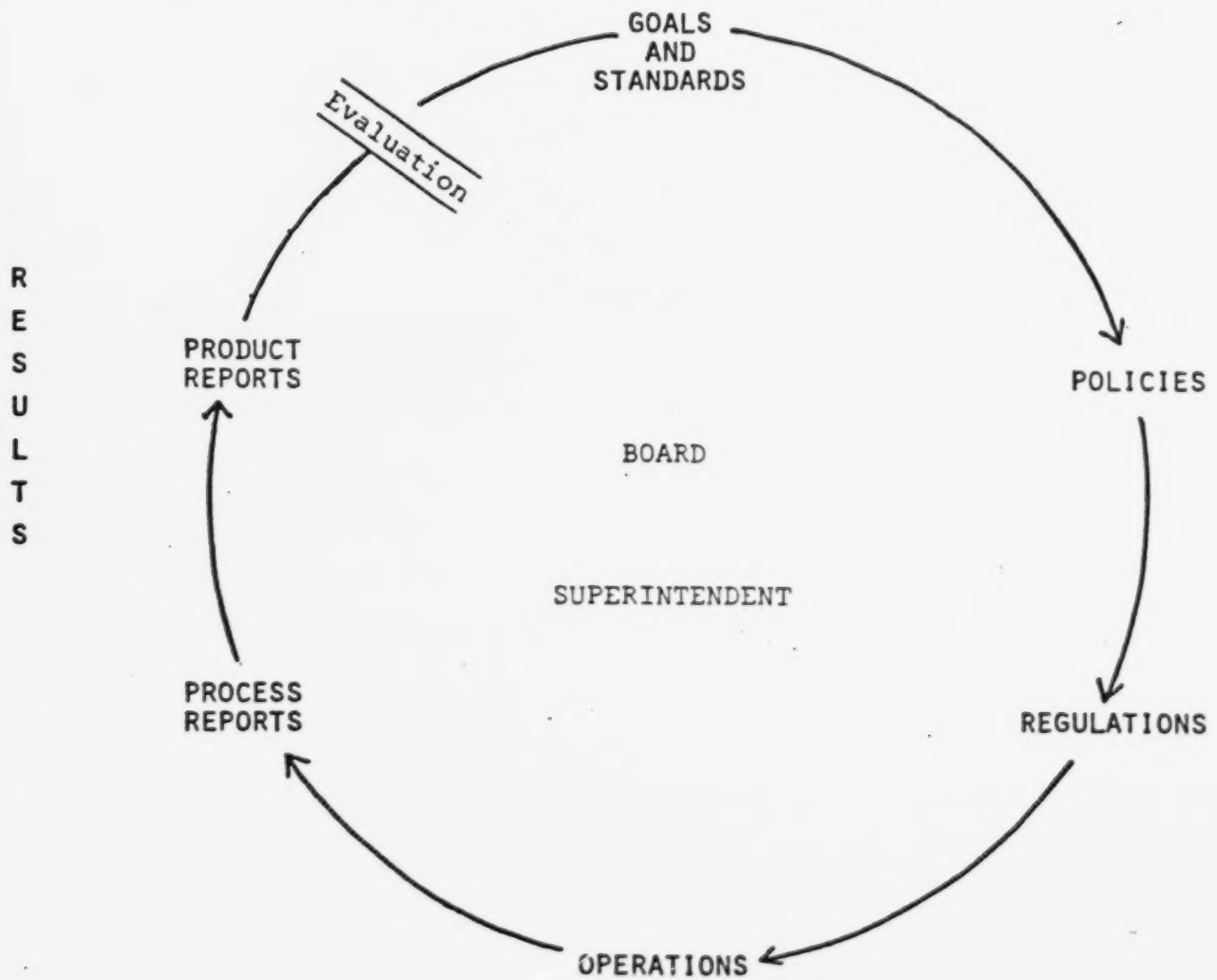
1. Continue the present pattern of increased student achievement.
2. Prepare each pupil to assume a productive role in a technological society.
3. Attract and retain personnel of the highest professional and personal qualities and compensate them commensurate with superior performance.

4. Improve the leadership effectiveness of the Richmond School Board, administrators, and staff toward the fulfillment of their respective duties and responsibilities within the division.
5. Establish a systematic process and procedure for general oversight of the achievement of the division's goals and objectives.
6. Elevate and enhance community confidence in the Richmond Public Schools.

In order to meet the goals of the district, the administration requested recommendations from employees and parents alike regarding possible strategies to meet adopted goals. After receiving written recommendations from several organizations, the administration recommended thirty-two program strategies to the school board in the form of the five-year program plan mentioned earlier. This document stimulated the development of A five-year planning budget for the district that was shared extentively with the board, community, and staff. The five-year budget was later utilized to pinpoint priorities for the superintendent's annual operating budget requests of the school board according to the (Richmond Public Schools, 1983).

The sixth goal required the development of a system by which the achievement of the district regarding the remaining goals could be monitored. This was accomplished by the Board and administration adoptation of the goal setting process developed by Henry R. Brickell of Policy Studies in Education illustrated on the next page:

The Goal-Setting Process



Utilizing this model, the school district undertook the process of formulating specific policies for reading, mathematics, vocational education, and community relations. The district conducted policy formulation sessions with representatives of the entire staff, including teachers, principals, central administrators, and the superintendent in order to prepare drafts of policy for board consideration. The school board actively examined the policy drafts in several all day public sessions in which this was the only item under consideration. The school board amended the policy drafts directed the superintendent to forward revised versions to members of the district's staff and to various community organization, ie., the Richmond Council of P-TA, etc. The school board allowed several months for the community and staff to submit written constructive critisms and then adopted the policies with several additional modifications. The remaining steps of the Brickell model have not been completed to date; however, these instructional policies have general administrative regulations which are greatly altering the instructional process within every classroom in this district. This also suggest that school districts must fund needed changes and must not depend upon foundation support.

Summary

The focus of this paper is on the role of the superintendent of schools in the enhancement of the cognitive/academic development of the students. The authors recognize that Americans are deeply concerned about improving the quality of education in the country from pre-kindergarten through the doctorate as evidenced by the numerous reports, ie. , A Nation at Risk. The authors have examined these reports and as well have studied the research findings on the management of several of the nation most successful corporations. The literature relating to improved teaching, effective schools, and school management have also been reviewed. This pinpoint the need for clear and concise instructional leadership that is characterized by the operational model recommended for superintendents in order to produce the best effective academic environment for the education of elementary and secondary pupils. Specific recommendations are presented regarding such matters as recruitment, training, and face-to-face interactions between superintendents and principal and classroom teachers as relates to

improve teaching and learning in the schools of America. A descriptive/autobiograhical account of a superintendent's efforts to exert instructional leadership in the public schools of Richmond, Virginia is presented. This plan embodies many of authors recommendations regarding the role of the superintendent in the instructional management of the schools.

The authors note, that the future of the of public education in America is in serious trouble unless management practices of its chief exceutive officers, superintendents, is seriously altered. Superintendents need to provide strong and clear focus on the enhancement of cognitive/academic development of the students.

We are convinced that the model for the school superintendent to focus the resources of the district on the teaching-learning process for children can be enhanced by the way in which the superintendent organizes to manage his or her educational managers. We believe that the superintendent's management of his educational managers will: improve the organizational culture of the district (Smircich, 1983), reduce role ambiquities among administrators through proper socialization (Mascaro, 1973), and improve the recruitment of new talent for leadership positions within the district through networking among administrators and sponsorship (Gronn, 1983; Tyack and Hansor,1982). This control over the management team by the superintendent is necessary if organizational goals are achieved.

We must remind the reader that public schools are different from organizations in the private sector and expectations about the rate of change within school systems should be tempered by this fact. Chief executive officers in the private sector are generally the CEO and chairman of the organizations policy board. Howard Geneen (1984) long time CEO and Chairman of IT&T argues that it is almost impossible for an organization in the private sector to get rid of the CEO. This only happens when the CEO is recognized as a complete failure. However, by state laws, the typical superintendent gets a three-year contract in which he or she must show signs of success, usually within two years, in order to be offered another three-year contract; and the superintendent by law in all states cannot serve as a member of the school board. A major planning process and implementation of those plans may take five to six years, but many superintendents attempt quick planning ventures that can be implemented immediately in order to impress the board that he or she is deserving of another three-year contract.

Also, public school business is public and generally governed by public meeting laws and state administrative procedures compared to the absence of such requirements in the private sector. Nevertheless, if we make comparisons among public school systems, who utilize the management model we propose, against those who do not utilize this model, we are convinced that those that utilize this model will have superior results over time.

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